

Capital Budget

2005

Name of Project: **Integrated Justice Information System (IJIS)**

Agency: District of Columbia Courts

Account Title: Federal Payment to the District of Columbia Courts

Account Identification Code: 95-1712

Program Activity: Capital Improvements

New Project _____ Ongoing Project **X**

Was the Project Reviewed by the Executive Review Committee or Investment Review Board?

Yes **X** No _____Is this project Information Technology? Yes **X** No _____**Part I: Summary of Spending for Project Stages (in millions)**

	2003 and earlier	2004	2005	2006	2007	2008	2009 and beyond	Total
Planning								
Budget Authority	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Outlays	0.39	0.00	0.00	0.00	0.00	0.00	0.00	0.39
(Grant Funding)	0.39	0.00	0.00	0.00	0.00	0.00	0.00	0.39
Full Acquisition								
Budget Authority	9.63	6.02	2.83	1.51	0.00	0.00	0.00	19.99
Outlays	10.77	5.71	2.83	1.51	0.00	0.00	0.00	20.82
(Grant Funding)	1.14	0.00	0.00	0.00	0.00	0.00	0.00	1.14
Total, sum of stages (excludes maintenance)								
Budget Authority	9.63	6.02	2.83	1.51	0.00	0.00	0.00	19.99
Outlays	11.16	5.71	2.83	1.51	0.00	0.00	0.00	21.21
(Grant Funding)	1.53	0.00	0.00	0.00	0.00	0.00	0.00	1.53
Maintenance								
Budget authority	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Outlays	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00

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Part II: Justification and Other Information

A. Project Description and Justification

(1) How does this investment support the Courts' mission and strategic goals?

The Integrated Justice Information System (IJIS) is a multi-year project to replace the aging computer infrastructure of the Superior Court and link it with the Court of Appeals by creating an integrated case information system that will eliminate the current fragmented system, consisting of over 18 separate databases. It will be a critical element of the full implementation of the Family Court Act, as it will provide comprehensive court information on a family to the judicial officers hearing the family's case. It was commenced in FY 1999 with federal grant funds (i.e., Byrne block grant), and is estimated to cost \$20.9 million. Implementation began late in FY 2002, with completion expected by September 30, 2005. The IJIS project is part of a District-wide effort to improve information technology within and among the District's criminal justice agencies, as described in the District's Multi-Year Plan, developed by the Criminal Justice Coordinating Council. Ultimately, it will enable the Courts to share appropriate information with other agencies in both the Family Court and the Criminal Division. The FY 2005 cost is \$2.83 million.

The initial planning phase of IJIS (Phase 1) was completed in December 2000 and resulted in the production of a written requirements analysis by an independent contractor. The requirements analysis proposed that the Courts acquire a commercially available off-the-shelf (COTS) software package, or case management system (CMS), comprised of centralized modules for common, court-wide entries (such as persons) as well as integrated modules to handle specific divisions and case categories (such as civil, criminal, and juvenile) and to implement these modules by segments, including training, over a multi-year period.

In response to recommendations from the General Accounting Office (GAO), the Courts updated their requirements for IJIS in FY 2002 and began the acquisition process for a COTS package by soliciting information from qualified vendors, issuing a request for proposal (RFP), and evaluating alternate software products. The acquisition process has resulted in the selection of a vendor and a system integrator to implement the vendor's product. The Court is working closely with other GAO recommendations to implement disciplined IT management processes.

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The overall project will enhance Court services in many ways:

- Improve the identification of related cases (i.e., individuals and families) thereby enhancing the information available to judges responsible for case resolution;
- Eliminate redundant data entry at the courts and throughout the District's criminal justice agencies, with the result of lower error rates;
- Facilitate scheduling and calendar management, thereby reducing waiting time in court for police, attorneys, litigants, and the public;
- Reduce the flow of paper across and within operating divisions and the statistical reporting unit of the Court;
- Improve management reports and provide enhanced decision support for court managers, including the ability to effectively monitor operations, identify needed improvements and develop budgets; and
- Enhance public access to court information and services.

Phase 2, implementation, from September 30, 2002 to September 30, 2005, will include the following:

- Award of a competitive contract for IJIS implementation;
- Acquisition of case management system software (CMS) and hardware;
- Review of CMS for modifications and customizations;
- Development of installation schedule, conversion and test plans;
- Installation of hardware;
- Testing and customizing software package for the Court;
- Development of a training plan and delivery of training;
- Testing and modification of software and hardware modules; and
- Data conversion and final systems acceptance testing.

The Courts' FY 2005 request includes \$2.83 million for the acquisition and implementation of the Civil and Probate modules. The Family module, including Juvenile/Neglect, Domestic Relations, Mental Health, and Domestic Violence, is to be completed in FY 2004.

(2) *How does this investment support a core or priority function of the Courts?* This investment supports the vision and mission of the D.C. Courts' Strategic Plan. It will:

- Enhance the administration of justice by ensuring informed decision-making by increasing the availability of accurate, timely, and complete case information to judges and other criminal justice officials.
- Improve court facilities and technology by providing technology that supports efficient and effective case processing, court management, and judicial decision making.

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- (3) *Are there any alternative sources, in the public or private sectors that could perform this function? If so, explain why the Courts did not select one of these alternatives?*

Since this embodies the Court's mandated business functions, there are no acceptable alternative entities in the public or private sectors that could perform these functions.

- (4) *How will this investment reduce costs or improve efficiencies?*

This project will increase efficiency by consolidating the Court's 18 separate databases, eliminating redundant data entry, and automating extraction of different types of data. A common organization also ensures data consistency by implementing a common vocabulary and data definitions. This investment is in concert with the Federal Enterprise Architecture vision adopted by the Chief Information Officer's (CIO) Council.

- (5) *For acquisition of buildings, what is the cost per square foot estimates for comparable Federal and private sector facilities?*

The project does not include the acquisition of buildings.

B. Program Management

- (1) *Have you assigned a project manager and contracting officer to this project? If so, what are their names?*

The project manager for this project is Ken Foor, Director of Information Technology, and the contracting officer is Joseph Sanchez, Administrative Officer.

- (2) *How do you plan to use the Integrated Project Team to manage this project?*

Project management will be supported by an IJIS Team including the project manager, the Administrative Officer, members of the IJIS Subcommittee of the Courts' Technology Committee (comprised of judges and court employees), the Clerk of the Superior Court, directors of major operating divisions and select administrative support divisions.

C. Acquisition Strategy

- (1) *Will you use a single contract or several contracts to accomplish this project? If multiple contracts are planned, explain how they are related to each other, and how each supports the project performance goals?*

It is anticipated that a single contract will be used to accomplish this project cost effectively, as the developers of the standard modules can easily provide the required customization.

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(2) *For each planned contract, describe:*

- a) *What type of contract will you use? (e.g. cost reimbursement, fixed price, etc.)* The Courts will primarily utilize a fixed price (or fixed unit/module price) type of contract.
- b) *The financial incentives you plan to use to motivate contractor performance. (e.g. incentive fee, award fee, etc.)* The contractor will be required and expected to meet the terms of the contract without additional financial incentives.
- c) *The measurable contract performance objectives.* Measurable contract performance objectives were developed as part of the detailed Request for Proposal and incorporated into the contract between the vendor and the Courts. They consist of timelines, functionality tests, and acceptance criteria. The contractor will be required to submit and update proposed schedules and milestones to the Courts; so that progress can be tracked to ensure timely completion of all objectives.
- d) *How will you use competition to select suppliers?* The Courts procured these services using competitive solicitations to select vendors.
- e) *The results of your market research.* A request for industry comment was used to discover existing products, measure interest in this project and obtain probable cost. The Courts discovered a variety of existing products as well as keen industry interest in assisting the Courts with this endeavor. Estimated costs were used for budgeting purposes.
- f) *Whether you will use off-the-shelf or custom designed projects.* The Courts are using a commercial off-the-shelf (COTS) product, available as modules, and modified as necessary to meet their needs.

D. Alternative Analysis and Risk Management

(1) *Did you perform a life cycle cost analysis for this investment? If so, what were the results?*
A preliminary cost analysis was performed for this project as part of Phase 1. That plan detailed the expected cost during a three-year plan implementation. Maintenance costs for subsequent years have also been projected.

(2) *Describe what alternatives you considered and the underlying assumptions of each.*

With the assistance of the National Center for State Courts, the Courts considered five alternative approaches:

- a. Stay in a “maintain” mode;
- b. Continue internal development;
- c. Create a data warehouse;
- d. Enhance existing applications and integrate; and
- e. Migrate to a new, integrated system.

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D. Alternative Analysis and Risk Management (cont.)

The ‘modification’ approaches were rejected because the disparate hardware, database, file structures, and languages which comprise the existing systems are inefficient, obsolete, and costly to maintain. The “in-house” development approach was rejected because COTS products are available that work well in other courts, would be less costly, could be more efficiently implemented and would better facilitate integration with other agencies’ IT systems.

(3) *Did you perform a benefits/costs analysis or return on investment analysis for each alternative considered? What were the results for each? (Describe any tangible returns that will benefit the Courts, even if they are difficult to quantify.)* Because the primary goals of this project are enhanced service to users and a new approach to meet business needs, benefits are best measured subjectively. Quantifiable benefits can be realized by considering the existing duplication of data entry, multiple file retrievals, and consequent delays in the case process itself, and can be calculated. The Courts find that the urgent need for this effort and the benefits to be obtained will substantially outweigh the costs associated with its implementation.

(4) *Describe your risk assessment and mitigation plan for this project.* The Courts considered risks associated with this project in the following areas.

- (a) Technology Risks – difficulty, complexity, industry standards
- (b) Organizational Risks – changes in business practices; acceptance of new systems
- (c) Economic Risks – inflation, length of development, funds allocation
- (d) Results Risk – achievement of goals and objectives within the timeframes and budgets
- (e) Buy-In Risks – acceptance of the project by other agencies holding a vested interest

Although risks were present in each of these areas, the Courts concluded that, by addressing each risk with a specific and targeted effort, including the use of off-the-shelf software, the risks will be mitigated, and the project will be implemented within the proposed timeframe and budget.

E. IT Modernization and Architecture

(1) This project represents a modernization initiative that will convert the Courts’ major business systems to a modern data base management system with multiple points of entry and output flexibility. It replaces fixed systems written in obsolete languages that cannot meet the Courts’ needs.

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E. IT Modernization and Architecture (cont.)

- (2) It conforms to the principles and guidance of the Federal Enterprise Architecture Framework by:
- (a) Adopting open systems standards
 - (b) Aligning the architecture with business needs
 - (c) Minimizing the data collection burden
 - (d) Securing information against unauthorized access
 - (e) Standardizing with common functionality
 - (f) Providing greater access to data
 - (g) Implementing proven technologies

F. IT Security

- (1) While the project creates systems that implement the Courts' goal of greater access to information, these systems are planned to incorporate greater security in the way sensitive information is accessed. Improved platforms, infrastructure, and database formats provide more tools and increased options than are currently used. In the development and implementation of the program modules, the contractor will be required to demonstrate compliance with Courts' policies on privacy as well as industry and government standards of information systems security.
- (2) There are no planned deviations from National Institute of Standards and Technology (NIST) security guidance.

G. Government Paperwork Elimination Act (GPEA)

This project is in line with the Courts' plans for the introduction of "paperless" transactions and electronic dissemination of data wherever feasible. The system modules are expected to allow electronic filing, modern electronic media, and wider use of the Internet in day-to-day activities. These goals fully support the provisions of the GPEA by attempting to substitute other more contemporary methods and media for traditional paper.

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Part III: Cost, Schedule, and Performance Goals

A. Description of performance-based management system (PBMS):

(1) Describe the performance based management system that you will use to monitor contract or project performance.

The Courts' performance-based management system uses a network-based installation of Microsoft Project together with targeted reports that will provide a tracking system that allows for early and ongoing warnings to ensure that projects do not exceed either their budgeted cost or their time projections. Although American National Standards Institute/Electronics Institute of America (ANSI/EIA) -748 formulae are not furnished with this software, such analysis will be made using the Court's Rational tool suite and other software to compare the value of the work planned with the value of the work actually accomplished.

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B. Original baseline (OMB approved at project outset):

(1) *What are the cost and schedule goals for this segment or phase of the project?* The cost and schedule goals for this phase of the project are as follows:

INTEGRATED JUSTICE INFORMATION SYSTEM Implementation Phase Cost Estimate (in Dollars)						
Items	YEAR 0 (FY02)	YEAR 1 (FY03)	YEAR 2 (FY04)	YEAR 3 (FY05)	YEAR 4 (FY 06)	TOTAL
Enterprise Software License – IJIS	1,175,990					1,175,990
Software Customizations/ Modifications		570,000	513,000	57,000		1,140,000
Implementation Services		3,168,898	1,675,791	418,796	900,000	6,163,485
Interface		354,796	106,699	36,000		497,495
Data Conversion		956,232	608,510	173,860		1,738,602
Training (Technical & User)		695,097	907,194	362,097		1,964,388
Oracle Database Product Acquisition	1,458,000					1,458,000
Hardware and Technical Infrastructure		150,000	150,000			300,000
IT Performance Improvement (Capability Maturity Model Adoption)		882,000				882,000
Independent Verification & Validation		1,200,000	1,200,000	1,200,000		3,600,000
Total Acquisition	2,633,990	7,977,023	5,161,194	2,247,753	900,000	18,919,960
Annual IJIS Application (Courtview) Maintenance/Support			238,750	238,750	238,750	716,250
Annual Database Maintenance/Support		281,729	309,901	340,892	374,981	1,307,503
Total Annual Maintenance/Support		281,729	548,651	579,642	613,731	2,023,753
Total Investment	2,633,990	8,258,752	5,709,845	2,827,395	1,513,731	20,943,713
Less Grant Funding	818,000	138,000				956,000
Appropriated Funding Required	1,815,990	8,120,752	5,709,845	2,827,395	1,513,731	19,987,713

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B. Original baseline (OMB approved at project outset): (cont.)

(2) What are the measurable performance benefits or goals for this segment or phase of this project?

The success of this project will be determined by the extent to which it satisfies the business needs of the Court. With a phased approach, each phase has a specific goal which can be easily measured. The chart below lists phases and expectations. These may be revised and updated during the implementation.

Phase	Goal	Measure
1	Project Plan and Detailed RFP	Project Plan Approved RFP Released
2a	COTS Procurement and Initial Systems Implementation	COTS Installed Juvenile Module On-Line Probate Module On-Line
2b	Additional Systems Implementation	Civil, Domestic Violence, Domestic Relations and Mental Health Modules On-Line
2c	Final System Implementation	Criminal Systems On-Line
3	Transfer to Steady-State Maintenance	Court transitions to ongoing maintenance

C. Current baseline (applicable only if OMB approved the changes):

(1) What are the cost and schedule goals for this segment or phase of the project? Not applicable.

(2) What are the measurable performance benefits or goals for this segment or phase of this project? Not applicable.

D. Actual Performance and Variance from OMB approved baseline (Original or Current): Not Applicable

E. Corrective Actions: Not Applicable